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YOUTH: THE FORGOTTEN GENERATION

A STUDY OF SKILL TRAINING AND APPRENTICESHIP PROGRAMS IN METROPOLITAN TORONTO

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VOLUME I

SUMMARY AND RECOMMENDATIONS

YOUTH: THE FORGOTTEN GENERATION

A STUDY OF SKILL TRAINING AND APPRENTICESHIP PROGRAMS IN METROPOLITAN TORONTO

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YOUTH: THE FORGOTTEN GENERATION

VOLUME I

SUMMARY AND RECOMMENDATIONS

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CHAPTER I

INTRODUCTION

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INTRODUCTION

For the past few years, youth and their employment situation have been of concern to politicians, government officials, the school system, communities, police, business and labour. Questions have been raised regarding the preparation of youth to enter the work force, the quality of training programs, the accessibility of programs and whether there will be jobs available for youth workers after they are trained.

This Study, sponsored by the Municipality of Metropolitan Toronto, addressed the issues of job preparation, program quality and job market accessibility for youth age 15 to 24 who are disadvantaged because of their socio-economic background, education or ethnicity. However the context of the Study was necessarily broader than disadvantaged youth - it involved all youth. For example, most of the relevant programs serve youth in general. Thus the majority of our conclusions and recommendations are applicable to the wider base of the total Metro youth employment scene. Similarly, we make occasional reference to the question of job creation. Given the current very high unemployment rates, the state of our national economy, and the increasing participation rates for women, natives and the disabled, we know that there will be keen competition for whatever entry level positions are available. It is clear that social and economic policies have not yet been found to solve the adequacy of job opportunities. Therefore, in the meantime, it is urgent that the issues of career preparation, training and solutions to alienation be dealt with. These are the key issues addressed in this Study. The magnitude of youth unemployment was examined as a function of the uniqueness of Metro Toronto vis-a-vis immigration and migration, school leaving, encounters with the law and various statistical criteria. No attempt was made to determine the number of employment opportunities available for trained youth.

Our recommendations, therefore, focus on means to alleviate the unemployment situation for youth so as to enable them to have equal opportunity to be chosen for the jobs for which they qualify.

We have prepared this Report in four volumes:

Volume I - Summary and Recommendations

Volume II - The Nature of the Problem

Volume III - Policies and Programs

Volume IV - Supporting Documentation

In the course of preparing this Report we received assistance from many people. In particular we wish to thank the Metro Planning Department staff headed by Ken Davies as well as special assistance from Gus de Groot, June Heacock, Eileen Cochrane, Ernestine Van Houten, Kathy MacNeil, Linda Walmsley, Barbara Griffith and especially Anne Marie Thompson. We also thank those who assisted with the design of the Youth Survey.

The results of this Study would not have been possible without the encouragement and guidance of our Metro Steering Committee: Don Richmond, Shirley Hoy and Rosanna Scotti. However, the Study Team is responsible for all of the Report's conclusions and recommendations.

The footnotes at the end of each Chapter do not reflect all of the sources used for the Study. A full bibliography has been prepared and can be found in Volume IV, Appendix H.

CHAPTER 2

SUMMARY AND RECOMMENDATIONS

CHAPTER 2

SUMMARY AND RECOMMENDATIONS

"To want to work and be unable to find it is painful at any age, but youth unemployment has particular effects, both on the individual and on society. A lengthy period of frustration and enforced idleness when a person first enters the labour force can disable him or her psychologically and in terms of experience for later employment .... those who encounter serious difficulties in their formative years (from 16 to 24) fail to acquire the experience, training, competence and credentials that would earn them a regular job yielding a reasonable income in their adult years."[1]

In the past society looked to its youth to be the future strength of communities. But even then too many youth were left behind. Now the problem has grown worse. The aged and aging, the training of high-tech workers and other special needs groups gain most of the attention.

Today's youth are being forgotten as we are distracted by continual economic crises and rapidly changing technology. Personal alienation and the risks of social unrest have become substantial and appear to be worsening.

Although some persons believe that youth unemployment will decline over the next several years, others are less optimistic. The unemployment rate for youth has averaged about 14 per cent in recent years in Metro Toronto; about 35,000 were registered unemployed in 1980. This does not include the catchment of youth who are not accounted for by the system, the "hidden unemployed" who are not registered, are not in school, are not looking for work or who are here illegally. It is difficult to obtain concrete data regarding the total number of unemployed youth in Metro Toronto, but a conservative estimate is around 50,000 in 1980.

Metro's youth have special needs because of the unique conditions found in Toronto. It is a complex, large, multicultural city, perceived by many to be the place to move to for a good job. As well, about 40 per cent of the immigrants to Canada settle in Metro. Although the Metro rates for youth unemployment are

below the national average, there are many problems associated with fulfilling the educational and training requirements of a culturally-diverse youth population whose desire is to survive in a changing and unstable labour market.

The "natural selection" process screens out many youth who might be able to add a positive dimension to the labour force if given the opportunity. Our findings show that practices such as the following impede unemployed youth from joining the mainstream of society:

- Apprentices are generally selected from the shop floor;
- Youth Employment Service usually takes clients from institutional referral agencies, which means its service is not readily available to hard-core unemployed youth.
- Ontario Career Action Program (OCAP) in its search for participants does not reach out to many culturally-diverse community groups or agencies.
- Community colleges, the delivery mechanism for many training programs, have full rosters and youth with the fewest skills may not be able to enroll in programs.
- High-tech priorities overlook the employment needs of low-level skilled workers.
- Job preparation in schools comes too late to assist school leavers to ease into the work force.

ERRATUM

The process is made worse by early leaving from the secondary schools - only ~~two~~ three out of every five students who enter Grade 9 graduate from Grade 12.

The Social Cost

Poor economic times and high unemployment can lead to social unrest. The economic riots of July 1981 by youth in Britain serve to illustrate the point!

Unlike Britain, Metropolitan Toronto has not yet experienced that kind of social outburst, but there is undoubtedly potential for youth's pent-up feelings to erupt.

Between August 15 and September 15, 1981 we interviewed 530 youth age 15 to 24 from the six municipalities in Metro. These youth were unemployed, employed or participating in government or other training programs. Although our survey sample is only a small fraction of the thousands of youth in Metro, nevertheless our results clearly show the plight and aspirations of youth in our city. Our results also confirm the findings of previous local, national and international studies on youth unemployment.

Some of the unemployed youth interviewed for this Study have completely withdrawn from the mainstream of society. They live and socialize almost exclusively among their peers. They hang out together and their common denominator is that they dropped out of school, either because they hated it and left or because they were kicked out. They tell recurring stories of their frustrations with the system: an inability to cope with the educational environment, the unwillingness of the business sector to offer them jobs and give them a chance, and Manpower's failure to recognize their special needs.

Those interviewed who were employed or in training programs also expressed frustration. Few had received any career preparation before leaving school and most felt they were underemployed.

In most instances, visible minorities among the youth we interviewed fared worse than the others. They were underrepresented in skill training programs, were the largest group of the unemployed, and were proportionately better educated than their white peers holding the same job. They also tended to aspire to lower status jobs. One-third of all the youth interviewed reported the ineffectiveness of Canada Employment Centres to be helpful to them.

Youth crime is also a factor in inhibiting youth from getting employment. And youth crime is increasing in Metro Toronto. Charges laid against youth offenders increased to 44,000 in 1980 from 41,700 in 1978. (This does not indicate the number of individuals charged since multiple charges can be laid against a single offender.)

The penalty for ignoring the problems of unemployed youth could be high. This view has been reflected consistently during the past few years. Therefore, our most signficant conclusion is that it is time to stop talking about youth and employment, and time to take action to help the situation. Metro Toronto, with the highest concentration of unemployed youth anywhere in Canada, has the opportunity to set an example to industry and the nation by providing needed leadership.

The Policy Gap

Although youth today still comprise 20 per cent of the population in Ontario no level of government sees them as a priority group to qualify for special assistance to help them enter the permanent labour force. The federal government ranks youth third as a group targetted for special help in gaining employment. Women and the disabled precede them in priority. Also, those youth who have left school do not qualify for the majority of provincial programs. Students, and not unemployed youth, are the province's priority. Youth are not a priority at the local level either, since municipal programs are basically adult oriented.

There is not a stated government policy on youth at any level. In fact the emphasis government places on youth cannot be ascertained without scrutinizing program priorities. Existing programs indicate that there is little to alleviate the employment problems of hard-to-serve youth.

We believe that employment opportunities for youth is a key issue that must be addressed in a national economic plan. The high levels of youth unemployment coupled with the low level of their academic achievement and limited skills development have implications for adult unemployment a few years from now. Therefore employment policies developed to cope with the needs of the 80's should be flexible enough to respond to the changing labour markets and labour force profile of the 90's.

In light of the new profile of the youth population that has emerged in the past decade a re-examination of all programs is necessary. An effort must be made to ensure the availability of basic training in literacy, job readiness and job orientation to help disadvantaged youth become productive members of society.

Long-term solutions must recognize the crucial need for real effective cooperation between federal and provincial governments, municipalities, education, labour and industry to identify national employment priorities. There must be alternatives to UIC, welfare benefits, dead-end jobs and the accompanying depression affecting a growing number of youth today.

It is recommended that:

1. The Municipality of Metropolitan Toronto adopt the following Youth Policy:

   WHEREAS THE MUNICIPALITY OF METROPOLITAN TORONTO RECOGNIZES:

   - that youth and unemployment are major concerns;
   - that youth have not been designated as a priority group within the human services system;
   - that although the growth of the youth labour force has begun to decline, until 1985 its size will be larger than in any year to date;
   - that if unemployed youth choose destructive alternatives to accepted lifestyles there is a potential for civil disturbance in this city;
   - and that there is an opportunity at hand to assist our youth population to develop as a social, cultural and economic resource to this city.

   BE IT THEREFORE RESOLVED THAT:

   (1) the Metro Government recognizes youth as a priority target group with special needs both for internal program purposes and externally in the community.

(2) the Metro Government supports and encourages the establishment of a Metro Youth Services Unit.

(3) the Metro Government urges other levels of government to recognize youth as a priority target group for training and job creation programs along with women, natives and the disabled.

(4) the Metro Government encourages the private sector to become more involved in and take more responsibility for training youth, in collaboration with existing educational institutions and governments.

(5) the Metro Government insists that a labour market data base for youth be developed by the federal and provincial governments for the benefit and use of those who serve youth.

(6) the Metro Government supports communities' efforts toward local labour market development to achieve youth placement in jobs.

(7) support for this policy be given in a manner which will stimulate Metro's youth population to be motivated toward self-sufficiency.

AND THAT:

(8) this policy be reviewed, evaluated and adjusted every five years to respond to changing social and economic situations.

Because of the magnitude of youth unemployment in Metro Toronto, and the high concentrations of youth living in the area, there are serious implications to a continued high level of youth unemployment as it relates to quality of life, social problems, racial tension and financial cost to the taxpayer. The Work for Tomorrow (Allmand) Report of the Task Force for Employment Opportunities for the '80's clearly states (on page 55) that

those who are most familiar with a local area are best equipped to understand local employment problems and their solutions. We believe that the Metro Government can provide support for youth-related employment and social policies of both the federal and provincial governments through local labour market analysis, community development, and dissemination of information, all of which will stimulate local employment opportunities.

We do not accept the concept that government programs are necessarily consistent with government policies. In the absence of stated policies, programs lack direction and become dominated by administrative expediency rather than by social needs.

It is recommended that:

2. **The Government of Canada adopt a youth policy to be implemented through the Canada Employment and Immigration Commission by means of a national employment strategy which would provide for the planning of appropriate training programs to meet future labour market needs. A national employment strategy should include the following:**

   (i) **Evaluation of existing training programs in the context of the objectives of the national strategy and in consultation with provincial governments, educational institutions, industry and labour.**

   (ii) **Determination of a realistic full employment goal to be achieved by long-term manpower planning rather than short-term dead-end job creation.**

   (iii) **Identification of which skills are portable, long-term and general enough to provide flexible employment opportunities.**

   (iv) **Provision of training allowances which are sufficient to enable program participants to support themselves while being trained.**

   (v) **The development of a marketing strategy to encourage the hard-to-serve to participate in training programs; and improvement in**

publicizing training programs by:

a) Prominent postings and advertising in the local CEC's.

b) Advertising through the school system on a year round basis.

c) Advertising in public places frequented by the hard-to-serve such as T.T.C., bus shelters, pool halls, malls, billboards.

d) Radio and TV (rock stations and ethnic stations) publicity.

e) Advertising in local newspapers and ethnic press.

(vi) Adapting the function of the Canada Employment Centres to meet the goals of the national employment strategy.

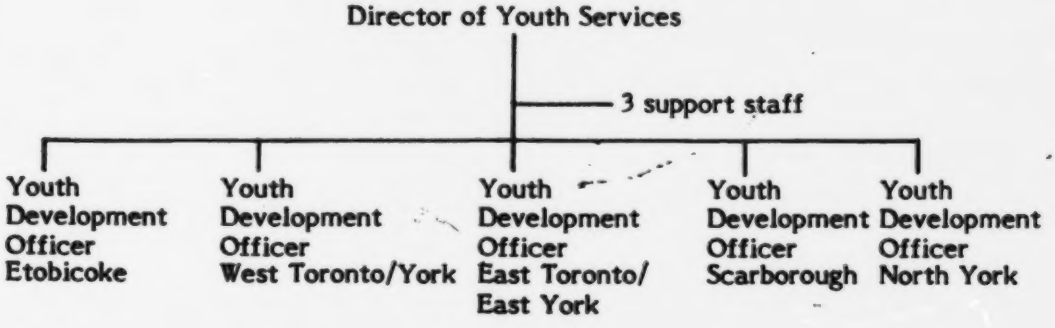
(vii) Maintaining funds for post-secondary education, (particularly BTSD upgrading programs) at their current level as stated in Recommendation 15 of the Work for Tomorrow (Allmand) Report.

3. The Ontario Government adopt a youth policy to be implemented through the Ontario Youth Secretariat supported by the initiatives of the Ontario Manpower Commission to develop a provincial youth employment strategy and data base.

It is recommended that:

4. The Municipality of Metropolitan Toronto approve the establishment of a Youth Services Unit on a three year Pilot Project basis contingent upon the arrangement of joint funding by the Canada Employment and Immigration Commission and the Ontario Youth Secretariat.

STRUCTURE OF THE UNIT


Director of Youth Services
3 support staff
Youth Development Officer Etobicoke
Youth Development Officer West Toronto/York
Youth Development Officer East Toronto/ East York
Youth Development Officer Scarborough
Youth Development Officer North York

This unit is a model for tri-level government cooperation to more effectively meet the employment and social needs of Metro youth. The functions of the unit will include:

- Feedback to the Ontario Youth Secretariat regarding the effectiveness of existing Youth Employment Counselling Centres.
- Current and ongoing identification of high risk areas.
- Outreach to local business communities to stimulate participation in government funded training and apprenticeship programs.
- Identification of shifting local labour markets to assist matching training programs to available jobs.
- Liaison with local school boards, businesses, community industrial training committees, community colleges, community groups and service agencies within specified areas to improve communication and encourage action to improve the plight of Metro youth.
- Support and assistance to area municipalities in the development of local youth employment priorities and strategies.
- Assistance to develop a Metro-wide data base on employment opportunities and a demographic profile of unemployed youth.
- Ongoing liaison between the Youth Services Unit and the Director of Economic Development regarding the foregoing.

Metro Government's Service to Youth

A detailed review of the Metro programs and how the needs of youth are met by them can be found in Volume III, Section 3.2. Although Metro's Department of Community Services does not come in contact with many unemployed youth, our conclusions indicate that there are areas of service delivery in need of improvement.

The Community Service Centres are filled with concerned committed workers, dedicated to delivering the best service they can provide. Unfortunately these centres are mainly directed to income maintenance and have not been able to develop as community based resource centres. Service is administered on an ad hoc basis because the workers are burdened by heavy caseloads, much bureaucratic paperwork and little time. There is a lack of consistent referral and follow-up service for the clients.

Youth have special needs and these are not being recognized nor met by existing Metro programs. We believe that the Metro youth policy (in Recommendation 1) would provide the impetus needed to focus on and serve unfulfilled needs of youth. Youth need to be treated as a separate and special group. They are not children and they are not adults. They lack sufficient confidence, knowledge and the motivation needed to take advantage of existing services. Once they drop out of school they are totally isolated from any support network. These dropouts, unable to find work, often stay home in front of the television set or become part of the growing population of street youth hanging around shopping malls. Until they leave home and seek welfare or run into trouble with the law no one monitors their progress. They have relatively few skills, little education, and many are semi-literate, or functionally illiterate. These youth will join the ranks of the chronically unemployed unless they are given specialized assistance, before, during and after they seek welfare.

There is no youth department within the Community Service Centres and services are not youth specific with the exception of youth worker caseloads. These caseloads are mainly students on GWA rather than those who wish to enter the permanent work force.

It it recommended that:

5. **Provision of services to youth be reviewed by the Department of Community Services to recommend ways to:**

   (i) focus on youth needs more specifically;

   (ii) improve the method of data collection and follow-up regarding Metro youth clientele.

6. **Community Services personnel who work directly with youth be supported in their efforts by the provision of youth specific training to enhance their skills in working with youth.**

A key to the successful integration into society of the kind of youth served by the Metro Community Services Department is the development of a positive self-image.

We believe that the Work Activity Program could be an excellent model to motivate employable youth on welfare. It has the capacity to stimulate recipients, identify their aptitudes and provide training in a skill to enable them to enter the work force or proceed to further training. We would propose a new program the objectives of which would be to motivate youth to self-sufficiency through comprehensive academic upgrading, skills training, life skills and job preparation classes. After placement in a job, support counselling would continue for one year to provide a stabilizing influence during the period of adjustment to the work place.

It is recommended that:

7. **The Metro government establish a youth-oriented Work Activity Program to be funded on the same basis as the existing Work Activity Program. Participation in this program should be mandatory for employable youth receiving social assistance to achieve the Youth Policy objective of motivation to self-sufficiency.**

8. **The Ministry of Community and Social Services of Ontario establish a program for employable youth receiving social assistance. The objective of the program would be to motivate youth to self-sufficiency through entry skills training, life skills, job preparation and academic upgrading classes. The prototype for this program could be the Metro Work Activity Program adapted to and focussed on youth including single mothers.**

<u>Community Based Service to Youth</u>

Throughout our research certain issues were mentioned repeatedly. One was the important need for coordination and cooperation among levels of government.

Notwithstanding traditional roles and responsibilities of certain jurisdictions for training and education we have concluded that a fresh approach is needed to alleviate the youth employment problems in Metro Toronto and to promote sound economic development. Without a genuine commitment to share information, consult on policy decisions and cooperate fully in the delivery of programs it will be impossible to address the unemployment issues.

The number of service agencies and special community projects that exist across Metro Toronto is extensive. The programs we examined had one or more of the following components: life skills, job placement, pre-employment training techniques, career counselling and job search.

Individual community people recognize the severity of the problems of youth and unemployment. However, our findings indicate that there are still too few programs geared to youth across Metropolitan Toronto. Furthermore many existing ones operate on the referral system, and their clients come mostly from other agencies, schools or probation and parole. Youth who get into the referral system on the whole do not fare badly. Youth outside the referral system usually do not have the opportunity to avail themselves of existing support systems because they have little knowledge of what is available to them.

We believe that the agencies keep servicing the same people, and that many youth functioning within the system go from agency to agency. Either they achieve positive results or eventually drop out of society altogether. No employment translates as no future. The services which are delivered are only a bandaid approach to a crisis situation and this is inherent in the human services system existing for youth across Metro Toronto. Institutional services, whether therapeutic, for income maintenance or job creation, perpetuate chronic unemployment. Young people must be directed towards self-sufficiency and self-motivation by long-range planning and long-term programming.

Programs are delivered by conscientious, committed, concerned workers. Yet we could find nowhere among the people we spoke to a program that emphasized equally the major ingredients of prevention, delivery and, finally, long-term stabilization.

It is recommended that:

9. **Municipal governments, boards of education, agencies, community organizations, minority groups, parents and youth work cooperatively toward the development of community based service to youth that integrates within its programs components of prevention, delivery and stabilization.**

Since Youth Employment Service (Y.E.S.) was the model used for the Ontario Youth Employment Counselling Centre Program we felt it deserved considerable attention in our research. It was established in 1969 by the Rotary Club and the YMCA of Metropolitan Toronto to assist young people between 15 and 24 who are out of school and having serious difficulties in finding employment. This service targets disadvantaged youth, most of whom have a Grade 10 education or less. Almost all lack skills and work experience. Many have been in correctional institutions and/or probation. The majority come from low socio-economic background, from problem families and are white Canadian born. Many have emotional, alcohol and drug problems.

Y.E.S. has indeed been valuable to many young people with special needs who have sought assistance from the service. We have concluded that Y.E.S. is very helpful to many disadvantaged youth, but it does not go far enough in its delivery of service. A lack of outreach workers limits clientele to those youth who are part of the traditional referral system. Y.E.S. fails to reach other youth outside the referral system who may need the service just as much or more.

It is recommended that:

10. **The YMCA clarify the target group intended to be served by Y.E.S. Advisory boards should be composed of community representatives as well as agency people, educators and Y.M.C.A. personnel so that boards are knowledgeable vis-a-vis local community needs.**

11. **Outreach be an integral part of the Y.E.S. operation in all Y.E.S. offices to develop better relationships with the local community in order to serve a clientele reflective of the total community. Workers hired for this purpose should be familiar with the communities in which they would work.**

12. Self-referral be encouraged and accepted as an integral part of the Y.E.S. program.

13. Each area municipality identify its own youth employment needs, adopt a youth policy, and develop a local strategy in consultation with education, business, community groups and agencies and appropriate government representatives to effectively utilize available resources and programs designed to assist youth to enter the work force.

14. The Municipality of Metropolitan Toronto support the area municipalities in their endeavours to develop a local youth (employment) strategy to meet identified community needs and priorities.

15. The Ontario Manpower Commission undertake to broaden the data base regarding the youth unemployment situation. This should include ongoing demographic profiles of youth (numbers, ethnicity, socio-economic status, etc.) in the Metropolitan Toronto area as well as labour market information. These studies, conducted in cooperation with the Metro Youth Services Unit should be published on an annual basis to assist in manpower, economic and labour market planning.

16. The Ontario Manpower Commission establish a consultative process with the area municipalities and the Metro government based on an analysis of labour market trends as they relate to emerging special needs areas in Metro.

17. The Metro Government be represented on the Joint Federal/Provincial Manpower Needs Committee to provide to both levels of government information regarding community based (youth) employment problems as well as to discuss policy and program decisions which affect Metro's economic situation. It is hoped that the special needs of Metro Toronto will be recognized in this manner and that this committee will act as a model for other municipalities in promoting a spirit of coordination and co-operation amongst all those responsible for programs for youth.

Federal and Provincial Service to Youth

The plethora of programs which serve youth defies ordinary understanding. Many programs which should serve the employment disadvantaged do not; and those that do, serve so few youth that they are only marginally effective. Government initiatives to provide training and create jobs often look good on paper, but in the final analysis they do not help the employment situation very much. Volume III, Section 3.1 describes federal and provincial training and employment opportunities.

Although the Ontario Manpower Commission controls the allocation of funds for provincial youth programs, this does not ensure the continual coordination of manpower activities for youth. The current inflation and unemployment levels and entry of women into the labour force have intensified the competition for jobs and the youngest, least educated and least well connected face the greatest number of barriers. The following issues need to be addressed:

- The failure of employment centres to attract and serve disadvantaged youth.
- A major imbalance between summer employment programs for students and year round programs for all youth.
- Lack of coordination among programs delivered by a large number of Ministries.
- Inadequate information and poor marketing strategies for existing programs.
- No agreement between the federal and provincial governments regarding sharing the responsibility for education and training.

It is recommended that:

18. **The Ontario Manpower Commisison rectify the funding imbalance between summer and year round youth employment programs taking into account local needs and the cultural diversity of Metro Toronto. (There are indications from OMC that this problem may be addressed.)**

19. The mandate of the Ontario Youth Secretariat be maintained and extended so that its function includes:

    (i) Policy development;

    (ii) Coordination of provincial youth programs and youth activities;

    (iii) Promotion and publicity i.e. marketing of training and work experience programs;

    (iv) Administration of the Ontario Youth Employment Counselling Centre program;

    (v) Collection and dissemination of information on youth, their programs and related issues through an easily accessible resource bank.

    (vi) Publishing, up-dating and widely distributing the Inventory of Programs and Services (Volume IV, Appendix F).

20. The Ontario Youth Secretariat act in a coordinating capacity to promote and publicize youth specific programs administered by it or other Ministries (i.e. Education, Colleges and Universities, Municipal Affairs and Housing). e.g. Apprenticeship, Linkage, OCAP, OYEP, OYECC, Experience Programs.

21. The Ontario Youth Secretariat remain responsible to develop and establish community based Youth Employment Counselling Centres, and the following guidelines be essential to the operation of the program:

    (i) Sponsors of a centre must establish realistic community based links and each centre must be accountable to a local advisory board which is reflective of the communities and target groups the centre intends to serve.

    (ii) A labour market data base developed by OMC (assisted by The Metro Youth Services Unit) should be utilized by the Ontario Youth

Secretariat to ascertain local unemployment rates, the availability of jobs and the number of employers in a community willing to hire inexperienced and disadvantaged youth before Youth Counselling Centres are established.

(iii) For those communities where it is not feasible to establish a full-scale OYECC, the Secretariat will make available a staff development unit as a resource to local community groups or agencies to provide training in counselling to a staff member or volunteers who would then deliver a youth counselling service to that community.

22. The Ontario Youth Secretariat consider a Youth Employment Counselling Centre model for youth who have special needs related to language difficulties or race. (This model might be a central multicultural outreach unit, established under the OYECC program, to link the program's Metro centres to ethno-specific groups throughout Metro.)

23. The Ontario Youth Employment Program (OYEP) be administered through the Ontario Youth Secretariat.

24. The Ontario Career Action Program (OCAP) be reviewed and the following considered:

(i) In keeping with the provincial government's policy of allocating funds to the areas of greatest need, more funds should be allocated to OCAP and 50 per cent of the total funding should be used for disadvantaged youth.

(ii) Marketing and publicity for the program should be expanded and improved to attract disadvantaged youth.

(iii) A profile of program participants should be developed to include socio-economic background, ethnicity, location of residence in Metro and education.

(iv) OCAP should be administered through the Ontario Youth Secretariat.

25. The role of Canada Employment Centres be reviewed and strengthened vis-a-vis the provision of service to a youth clientele. The following guidelines are suggested:

(i) There should be a focus on youth employment in each CEC with certain counsellors assigned to serve youth.

(ii) Youth counsellors should be given special training to assist them to serve a youth clientele, particularly those with special needs.

(iii) The current CEC point system should be modified to de-emphasize the number of clients processed. This would enable special training and counselling programs to be offered to clients as a regular part of the counselling program.

(iv) Each CEC should appoint a counsellor as a contact person with the Apprenticeship Branch (Ministry of Colleges and Universities) to assist in the placement and counselling of prospective apprentices. Adequate and up-to-date information regarding youth training programs and opportunities should be coordinated through this liaison person.

26. Canada Employment Centres improve strategies to attract and serve both a youth clientele and employers willing to hire young people by:

(i) Displaying skill training and apprenticeship information prominently in each CEC;

(ii) Utilizing volunteer community resource persons to assist youth with special needs through the CEC process by welcoming youth to the employment centre, helping them read the board, discussing the job lots in the community, etc.;

(iii) Establishing an outreach program to encourage the local businesses to hire youth, such program to be reinforced by the Metro Youth Services Unit.

Apprenticeship

The best experience for a job is a job and that is the basis for apprenticeship. This effective method of training, in light of current and projected labour market demands, would support the needed expansion of our industrial base. However, our assessment of apprenticeship revealed that it is scarcely serving disadvantaged youth. To ensure that it becomes an appealing option there are fundamental changes that should be made to the program. Positive aspects of the cost/benefits to employers who train must be more widely publicized. As well, there is a need for an easier transition from secondary schools to apprenticeship programs. Without some form of government intervention to encourage business and industry to accept more responsibility to provide training, apprenticeship will not fulfill its potential during the 80's and 90's.

It is recommended that:

27. **The traditional apprenticeship system be reviewed and updated with a view to improving the quality of the program. Specifically the following areas warrant examination:**

    (i) **Competency-based training rather than time-based training.**

    (ii) **Review of the admission test (PAT) for sex role sterotyping, cultural bias and Canadian content so that it is relevant to Canadian youth who apply for entry to the program and do not have an SSGD.**

    (iii) **Development of a pool of potential employers, coordinated by the Apprenticeship Branch and made available to local CEC's and OYECC's, so that the onus of finding a sponsoring employer does not solely rest on the shoulders of the would-be apprentice.**

    (iv) **Consistent standards should be expected regarding the instructional portion of the program.**

    (v) **Equipment standards should be mandatory so that on-the-job training is achieved on up-to-date equipment.**

(vi) The number of apprenticeship training counsellors should be increased so that their caseload is more realistic and visits to apprenticeship locations are consistent and regular.

28. Measures be taken by government to ensure that employers' participation in Linkage and apprenticeship training increases. (We have deliberately chosen not to comment on measures such as the grant levy system or employer incentives but instead urge the provincial and federal governments to take appropriate action as soon as possible).

29. Annual targets be set and strategies implemented by the Apprenticeship Branch to achieve the following:

(i) Increasing the number of apprenticeship places to reflect changing labour market needs.

(ii) Actively recruiting more women into apprenticeship.

(iii) Actively recruiting apprentices so as to more accurately represent the cultural diversity of Metro Toronto.

(iv) More recruitment of apprentices directly from the secondary school system.

30. Publicity and promotion of Linkage and Apprenticeship be complementary to one another. (This would include a review of "Apprenticeship and You" so it reflects a more realistic picture of the apprenticeship situation and a modification of Linkage brochures to better explain this program's relationship to Apprenticeship.)

31. Liaison between the Ministries of Education and Colleges and Universities continue to be a high priority so that Linkage can be effectively promoted as a viable and important link between education and the world of work. (Outreach to employers might include greater incentives for their participation in the Linkage program.)

The Education System

Schools today face great challenges in preparing students for the work place. These include uncertainty in employment trends, rapid economic and technological changes, less stability and more specialization in the job market, and difficulty in identifying the specific job skills that graduates will require.

The situation is complicated by many students not completing their regular schooling before they leave the system. Those who remain have a fairly good chance of receiving some career counselling and job preparation in their senior high school years. They may also have the opportunity to participate in co-operative education or work experience programs which give a taste of what the working future holds for them. It is the young people, disappearing from our schools at age 16 before the end of Grade 10 or in Grade 11, who are being seriously short-changed by an educational environment that is slow to adapt.

Past perceptions of a secondary school education as the stepping-stone to university and "meaningful" employment still influence the public's view of "learning for earning". Skills training programs continue to have a poor image and are perceived to be programs for "big, dumb kids".

It is recommended that:

32. **The secondary schools, supported by local school boards, provide more opportunities to all students for experiential learning that is preparatory to entering the world of work by:**

    (i) **increasing support for co-operative education and work experience programs;**

    (ii) **offering these programs earlier, preferably in Grades 9 and 10 for some students;**

    (iii) **offering co-operative education and work experience programs to the hard-to-serve students;**

    (iv) **encouraging all students to take some hands-on, work-oriented (blue collar) courses towards their SSGD and SSHGD;**

(v) releasing teachers and organizing timetables to enable them to adequately supervise co-operative education students at their placement.

33. The Metro Co-operative Education Committee:

(i) consider employer representation on its membership;

(ii) cooperate with the Metro Youth Services Unit to encourage employer participation in co-operative education; and

(iii) work with the Metropolitan Toronto Board of Trade to encourage it to support co-operative education and publicize it to its membership.

34. The Ministry of Education consider incentive funding for co-operative education to be provided only to school boards which operate the program. The use of the funds should be flexible enough to enable boards to meet agreed upon objectives of the program (such as employer outreach and release time for student supervision).

35. The education system accept responsibility for career awareness and job preparation integrating it into the school program through the curriculum and through guidance and counselling as follows:

(i) Job preparation should become part of the Grade 7 curriculum using an inter-disciplinary approach vis-a-vis life skills and career awareness across-the-curriculum;

(ii) Females must be actively encouraged to enter non-traditional careers;

(iii) Efforts must be made at all levels (from the Ministry of Education through the education system to the classroom) to improve the image of vocational education and blue collar careers;

(iv) School boards in Metro Toronto should support the Linkage program and encourage secondary schools to participate in it.

There are a variety of alternative education programs at the secondary school level which would be useful to disadvantaged youth, particularly dropouts, and out-of-school adults who require basic education.

One in every four adults in Ontario is under educated: according to UNESCO, the standard for print-oriented societies like Canada and the United States is that anything less than a Grade 8 achievement is classified as functionally illiterate. The Work For Tomorrow (Allmand) Report strongly claims that far too many Canadians fall into this category. They must be encouraged to complete their education or return to school without suffering any social stigma.

It is recommended that:

36. The secondary school system modify its organization to allow greater ease for the coming and going of students as follows:

(i) More school re-entry programs should be available to school leavers. School boards should consider off-site locations for these programs since such sites would be more attractive to school leavers who have been out of the education system for some time.

(ii) Adult Day Schools and Adult Re-entry Programs should operate on a shift basis to encourage shift workers to improve their academic qualifications.

(iii) Correspondence education courses should be more widely publicized as an alternative form of education for those wishing to re-enter the education system.

(iv) There should be more publicity about eligibility of mature students to gain equivalency credits to apply toward their secondary school diploma (SSGD).

(v) School boards should continue to provide academic upgrading and English-as-a-Second Language courses for credit in secondary school.

37. The Ministry of Education and local school boards provide the financial support necessary to enable the secondary school system to adapt itself to the changing needs of the 80's and 90's.

Community colleges have been the major providers of skill training, mostly for secondary school graduates, since 1966 when the Ontario College System was established. The training programs offered through the colleges provide skilled and semi-skilled labour, bridge the gap between education and industry, and provide information to assist in the development of an overall manpower strategy.

In our discussions we discovered that the opportunities for disadvantaged youth at the CAAT's are excellent, as far as they go. Innovative and effective programs exist which address the special needs of school dropouts, former criminal offenders, psychiatric patients, single mothers and other young people who may need a hand up onto the first rung of the ladder to independent well-being. The most obvious problem with the programs is, however, that there are not enough facilities at present to meet the needs of the thousands of young people in Metropolitan Toronto who could use them. As more Grade 13 and university students choose college programs, competition for admission increases and Grade 12 graduates or mature students without diplomas have difficulty enrolling.

There are several areas which present real or potential problems for disadvantaged youth in the CAAT's and subsequently in the labour force. There is a widening gap between the skills required to function in an increasingly sophisticated technological society and the lower-level skills obtainable by people with limited education. Both the federal and provincial governments are focussing their attention on the development of high technology training.

Federal financial cutbacks for post-secondary education have already begun to have a devastating effect on the colleges. Cutbacks in such programs as Basic Training for Skill Development (BTSD) mean that opportunities for disadvantaged youth will be substantially reduced. If these programs are replaced by direct funding to industry for on-the-job training, the disadvantaged will undoubtedly be the prime losers because of their inability to get jobs in the first place.

It is recommended that:

38. Priority for admission to community colleges be given to Grade 12 graduates unless a special program requires higher educational achievement.

39. Preparatory programs (e.g. BTSD) be maintained at their present level or increased as long as there is a need for academic upgrading to permit special groups, such as disadvantaged youth, to obtain the skills needed to compete for training opportunities.

40. The Ministry of Colleges and Universities and the CAAT's work together to intensify the publicity for programs which prepare for vocational training, to ensure that those young people who need these programs are aware of their existence and how to enter them.

41. Both the federal and provincial governments agree to maintain their present level of financial support for community colleges until they resolve their differences regarding Established Program Financing (transfer payments) for post-secondary education.

42. The Ministry of Colleges and Universities consider lowering the minimum wage requirement for community college fee-paying students to 17 years. This will enable disadvantaged youth (who have dropped out of the school system and are in need of special programs) to re-enter the educational environment as long as they have been out of the system at least one year.

43. Ontario Council of Regents and MCU insist that CEIC increase training allowances for students in skill training programs to at least the minimum wage.

Implementation of the Report

A cooperative effort to meet the challenges of the 80's must be a sincere goal of the municipal, provincial and federal governments. Without a genuine commitment to share information, consult on policy decisions and cooperate fully in the delivery of programs it will be impossible to address unemployment issues. We can no longer afford to wait. It is time to act.

It is recommended that:

44. This Report be published and Volume I, Summary and Recommendations, be distributed to appropriate departments of the federal, provincial, Metropolitan Toronto and local governments, school boards, youth serving agencies identified in this Report, community groups, ethnic organizations, business and labour organizations and other interested individuals or groups.

45. Meetings be held with policy makers, key government officials, school boards, heads of agencies and others to discuss the recommendations which directly affect them.

46. The Inventory of Programs and Services (Volume IV, Appendix F) be forwarded to the Ontario Youth Secretariat to be widely distributed to appropriate departments of the federal, provincial, Metropolitan Toronto and local governments, school boards, youth serving agencies identified in this Report, community groups, ethnic organizations, business and labour organizations and other interested individuals or groups.

47. A seminar be held to bring the appropriate bodies together to discuss ways and means of implementing recommendations in this Report.

FOOTNOTE

CHAPTER 2

1 Scientific American, May 1980, Vol. 242, No. 5. "Youth Unemployment" by Eli Ginzberg, pp. 43 & 46.